

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD
SAN FRANCISCO BAY REGION

COMPLAINT NO. R2-2005-0037
MANDATORY MINIMUM PENALTIES
IN THE MATTER OF
C&H SUGAR COMPANY
CROCKETT, CONTRA COSTA COUNTY

This Complaint assessing Mandatory Minimum Penalty (MMP) pursuant to California Water Code Sections 13385(h) and 13385(i) is issued to C&H Sugar Company (hereinafter Discharger) based on a finding of ten effluent violations of Order No. 00-025, NPDES Permit No. CA0005240.

The Executive Officer finds the following:

1. On April 19, 2000, the Regional Water Quality Control Board (Water Board) adopted Order No. 00-025 for the Discharger, to regulate discharges of waste from the Discharger's sugar refinery and the biological wastewater treatment plant (treatment plant).
2. In 1976 the Discharger entered into a Joint-Use Agreement with the Crockett-Valona Sanitary District (CVSD) for the joint use of the treatment plant. According to the agreement provisions, the Discharger assumed, and continues to assume, full responsibility for the operation and maintenance of the treatment plant to produce an effluent in compliance with the applicable NPDES permit, and CVSD shares the equipment cost and reimburses the Discharger a portion of the operational and maintenance cost.
3. Order No. 00-025 prohibits the discharge of effluent containing the following pollutants with concentrations exceeding the applicable effluent limitations:

Pollutant/Parameter (unit)	Effluent Limit
Mercury monthly average (ug/L)	0.21
Biochemical Oxygen Demand (BOD) daily maximum lb/day	$6688 + [(60 \text{ mg/l}) \times (\text{CVSD Flow in MGD}) \times (8.34)]$
BOD monthly average lb/day	$2417 + [(30 \text{ mg/l}) \times (\text{CVSD Flow in MGD}) \times (8.34)]$
Total coliform 5-sample median/ MPN/100 mL	240

4. The Discharger submitted self-monitoring reports as listed in the table on the next page documenting exceedances of the permit limits. During the period between September 28, 2004, and June 7, 2005, the Discharger had ten violations of its effluent limits. These violations are: two mercury monthly average violations, three BOD daily maximum limit violations, three BOD monthly average limit violations, and two total coliform 5-sample

median limit violations. The details of these limit violations are summarized in the table below:

Item No.	Report Date	Sampling or calculation Date	Description of Exceeded Pollutant or Parameter	Sample or Calculated Result	NPDES Permit Effluent Limit for the pollutant or parameter	CVSD Flow in MGD for BOD limit calculation	BOD limit calculation
1	10/22/2004	9/28/2004	Mercury Monthly Average, ug/L	0.265	0.21	NA	NA
2	11/24/2004	10/31/2004	Mercury Monthly Average, ug/L	0.496	0.21	NA	NA
3	12/29/2004	11/9/2004	BOD daily maximum, lb/day	10135	6928	0.48	$6688 + 60 \times 0.48 \times 8.34 = 6928$
4	12/29/2004	11/30/2004	BOD monthly average, lb/day	4252	2485	0.27	$2417 + 30 \times 0.27 \times 8.34 = 2485$
5	2/28/2005	1/27/2005	BOD daily maximum, lb/day	13255	7283	1.19	$6688 + 60 \times 1.19 \times 8.34 = 7283$
6	2/28/2005	1/31/2005	BOD monthly average, lb/day	3425	2535	0.47	$2417 + 30 \times 0.47 \times 8.34 = 2535$
7	6/27/2005	5/25/2005	BOD daily maximum, lb/day	21866	6898	0.42	$6688 + 60 \times 0.42 \times 8.34 = 6898$
8	6/27/2005	5/31/2005	BOD monthly average, lb/day	5519	2495	0.31	$2417 + 30 \times 0.31 \times 8.34 = 2495$
9	7/27/2005	6/6/2005	Total coliform 5-sample median, MPN/100 mL	350	240	NA	NA
10	7/27/2005	6/7/2005	Total coliform 5-sample median, MPN/100 mL	350	240	NA	NA

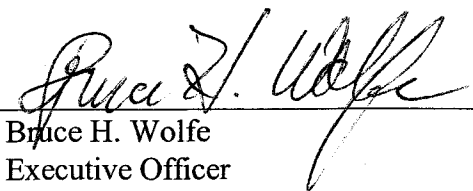
5. Water Code Section 13385(h)(1) requires the Water Board to assess an MMP of three thousand dollars (\$3,000) for each serious violation.
6. Water Code Section 13385(h)(2) defines "serious violation" as any waste discharge of a Group I pollutant that exceeds the effluent limitation contained in the applicable waste discharge requirements by 40 percent of more, or any waste discharge of a Group II pollutant that exceeds the effluent limitation by 20 percent of more.
7. Water Code Section 13385(i)(1) requires the Water Board to assess an MMP of three thousand dollars (\$3,000) for each violation, not counting the first three violations, if the discharger does any of the following four or more times in any six consecutive months:
 - a. Violates a waste discharge requirement effluent limitation.
 - b. Fails to file a report pursuant to Section 13260.
 - c. Files an incomplete report pursuant to 13260.
 - d. Violates a toxicity effluent limitation contained in the applicable waste discharge requirements where the waste discharge requirements do not contain pollutant-specific effluent limitations for toxic pollutants.
8. The assessment data for the violations listed in the finding above are summarized in the attached Table 1, which is incorporated herein by reference, and described in the following findings:
 - a. Mercury is a Group II pollutant. The first two mercury violations (items 1 and 2 in Table 1) exceed the effluent limitation by 20 percent. Therefore, these

violations are subject to a \$6,000 MMP under Water Code Section 13385(h) as serious violations.

- b. BOD is a Group I pollutant. The five violations (items 3, 4, 5, 7, and 8 in Table 1) exceed the effluent limitation by 40 percent. Therefore, these violations are subject to a \$15,000 MMP under Water Code Section 13385(h) as serious violations. The BOD monthly average for the month of January 2005 (Item 6 in Table 1) does not exceed the effluent limitation by 40 percent. However, since the Discharger reported at least four effluent limits violations during the six consecutive months before January 2005, the item 6 violation is also subject to a \$3,000 MMP under Water Code Section 13385(i)(1) (also known as chronic violation). The total BOD MMP amount is \$18,000.
 - c. The last two total coliform violations (items 9 and 10 in Table 1) are also subject to an MMP since the Discharger reported at least four effluent limits violations during the six consecutive months before June 6 and June 7, 2005, respectively. Therefore the two total coliform violations are subject to a \$6,000 MMP under Water Code Section 13385(i)(1) as chronic violations.
 - d. Water Code Section 13385(j) provides some exceptions related to the assessment of an MMP for effluent limit violations. None of the exceptions apply to the violations cited in this Complaint.
 - e. All ten of the violations listed in Table 1 are subject to an MMP. The total MMP amount is \$30,000.
9. Water Code Section 13385(l) allows the Water Board, with the concurrence of the discharger, to direct a portion of the MMP amount to be expended on a supplemental environmental project (SEP) in accordance with the enforcement policy of the State Water Resources Control Board. The Discharger may undertake an SEP for up to the full amount of the MMP for liabilities less than or equal to \$15,000. If the MMP amount exceeds \$15,000, the maximum MMP amount that may be expended on an SEP may not exceed \$15,000 plus 50 percent of the MMP amount that exceeds \$15,000.
10. Instead of paying the full penalty amount to the State Water Pollution Cleanup and Abatement Account, the Discharger may spend an amount up to \$22,500 on an SEP acceptable to the Executive Officer. Any such amount expended to satisfactorily complete an SEP will be permanently suspended.
11. If the Discharger chooses to propose an SEP, the proposed SEP shall be in the following categories:
- a. Pollution prevention;
 - b. Pollution reduction;
 - c. Environmental clean-up or restoration; and
 - d. Environmental education.

THE C&H SUGAR COMPANY IS HEREBY GIVEN NOTICE THAT:

1. The Executive Officer proposes that the Discharger be assessed an MMP in the total amount of \$30,000.
2. The Water Board will hold a hearing on this Complaint on November 16, 2005, unless the Discharger waives the right to a hearing by signing the last page of this Complaint and checks the appropriate box. By doing so, the Discharger agrees to:
 - a. Pay the full MMP of \$30,000 within 30 days after the signed waiver becomes effective, or
 - b. Propose an SEP in an amount up to \$22,500 and pay the balance of the penalty within 30 days after the signed waiver becomes effective. The sum of the SEP amount and the amount of the fine to be paid to the State Water Pollution Cleanup and Abatement Account shall equal the full penalty of \$30,000.
3. If the Discharger chooses to propose an SEP, the Discharger shall submit a preliminary proposal by October 14, 2005, to the Executive Officer for conceptual approval. Any SEP proposal shall conform to the requirements specified in Section IX of the Water Quality Enforcement Policy, which was adopted by the State Water Resources Control Board on February 19, 2002. If the proposed SEP is not acceptable to the Executive Officer, the Discharger has 30 days from receipt of notice of an unacceptable SEP to either submit a new or revised proposal, or make a payment for the suspended amount. All payment, including any money not expended for the SEP, must be payable to the State Water Pollution Cleanup and Abatement Account. Regular reports on the SEP implementation shall be provided to the Executive Officer according to a schedule to be determined. The completion report for the SEP shall be submitted to the Executive Officer within 60 days of project completion.
4. The signed waiver becomes effective on the next day after the public comment period for this Complaint is closed, provided that there are no significant public comments on this Complaint during the public comment period. If there are significant public comments, the Executive Officer may withdraw the Complaint and reissue it as appropriate.
5. If a hearing is held, the Water Board will consider whether to affirm, reject, or modify the proposed penalty, or whether to refer the matter to the Attorney General for recovery of the civil liability.



Bruce H. Wolfe
Executive Officer

SEP 16 2005

Date

WAIVER

(The signed waiver will become effective on the next day after the public comment period for this Complaint is closed, provided that there are no significant public comments on this Complaint during the public comment period. If there are significant public comments, the Executive Officer may withdraw the Complaint and reissue it as appropriate.)

- ☐ Waiver of the right to a hearing and agree to make payment in full.
By checking the box, I agree to waive my right to a hearing before the Board with regard to the violations alleged in Complaint No. R2-2005-0037 and to remit the full penalty payment to the State Water Pollution Cleanup and Abatement Account, c/o Regional Water Quality Control Board at 1515 Clay Street, Oakland, CA 94612, within 30 days after the signed waiver becomes effective as indicated above. I understand that I am giving up my right to be heard, and to argue against the allegations made by the Executive Officer in this Complaint, and against the imposition of, or the amount of, the civil liability proposed.
- ☐ Waiver of right to a hearing and agree to make payment and undertake an SEP.
By checking the box, I agree to waive my right to a hearing before the Board with regard to the violations alleged in Complaint No. R2-2005-0037 and I agree to complete a supplemental environmental project (SEP) in lieu of the suspended liability up to \$22,500. I also agree to remit payment of the balance of the fine to the State Water Pollution Cleanup and Abatement Account (CAA) within 30 days after the signed waiver becomes effective. I understand that the SEP proposal shall conform to the requirements specified in Section IX of the Water Quality Enforcement Policy, which was adopted by the State Water Resources Control Board on February 19, 2002, and be subject to approval by the Executive Officer. If the SEP proposal, or its revised version, is not acceptable to the Executive Officer, I agree to pay the suspended penalty amount for the SEP within 30 days of the date of the letter from the Executive Officer denying the approval of the proposed/revised SEP. I also understand that I am giving up my right to argue against the allegations made by the Executive Officer in the Complaint, and against the imposition of, or the amount of, the civil liability proposed. I further agree to satisfactorily complete the approved SEP within a time schedule set by the Executive Officer. I understand failure to adequately complete the approved SEP will require immediate payment of the suspended liability to the CAA.

Name (print)

Signature

Date

Title/Organization

Table 1: Violations Summary (September 2004 - June 2005)

[illegible]

ATTACHMENT A

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD SAN FRANCISCO BAY REGION JANUARY 2004 STANDARD CRITERIA AND REPORTING REQUIREMENT FOR SUPPLEMENTAL ENVIRONMENTAL PROJECT

A. BASIS AND PURPOSE

The San Francisco Bay Regional Water Quality Control Board (Water Board) accepts and encourages Supplemental Environmental Projects (SEP) in lieu of a portion of the ACL imposed on Dischargers in the Bay Area.

The Water Board does not select projects for SEP; rather, the Discharger identifies a project it would like to fund and then obtains approval from the Water Board's Executive Officer. The Water Board facilitates the process by maintaining a list of possible projects, which is made available to Dischargers interested in pursuing the SEP option. This list is named Potential Supplemental Environmental Projects and is available on the Water Board web site:

<http://www.waterboards.ca.gov/sanfranciscobay/Download.htm>

Dischargers are not required to select a project from this list. Dischargers may contact local governments or public interest groups for potential projects in their area, or develop projects of their own.

B. GENERAL SEP QUALIFICATION CRITERIA

All SEPs approved by the Water Board must satisfy the following general criteria:

- (a) An SEP shall only consist of measures that go above and beyond all legal obligations of the Discharger (including those from other agencies). For example, sewage pump stations should have appropriate reliability features to minimize the occurrence of sewage spills in that particular collection system. The installation of these reliability features following a pump station spill would not qualify as an SEP.
- (b) The SEP should benefit or study groundwater or surface water quality or quantity, and the beneficial uses of waters of the State. SEPs in the following categories have received approval from the Water Board's Executive Officer:
 - Pollution prevention. These are projects designed to reduce the amount of pollutants being discharged to either sewer systems or to storm drains. Examples include improved industrial processes that reduce production of pollutants or improved spill prevention programs.
 - Pollution reduction. These are projects that reduce the amounts of pollution being discharged to the environment from treatment facilities. An example is a program to recycle treated wastewaters.
 - Environmental restoration. These projects either restore or create natural environments. Typical examples are wetland restoration or planting of stream bank vegetation.
 - Environmental education. These projects involve funding environmental education programs in schools (or for teachers) or for the general public.

Further, an SEP should be located near the Discharger, in the same local watershed, unless the project is of region-wide importance.

C. APPROVAL PROCESS

The following information shall be submitted to the Executive Officer for approval of an SEP:

1. Name of the organization and contact person, with phone number.
2. Name and location of the project, including watershed (creek, river, bay) where it is located.
3. A detailed description of the proposed project, including proposed activities, time schedules, success criteria, other parties involved, monitoring program where applicable, and any other pertinent information.
4. General cost of the project.
5. Outline milestones and expected completion date.

Generally SEP proposals are submitted along with waivers of hearings. In such a case the approval of a proposal will not become effective until the waiver goes into effect, i.e. at the close of the public comment period. There will not be a public hearing on the SEP proposal unless new and significant information becomes available after the close of the public comment period that could not have been presented during the comment period.

If the Discharger needs additional time to prepare an SEP it may waive its right to a hearing within 30 days of the issuance of a Complaint (and retain its right to a hearing to contest the Complaint at a later date), and request additional time to prepare an SEP proposal. Any such time extension needs to be approved by Water Board staff.

D. REPORTING REQUIREMENT

On January 15 and July 15 of each year, progress reports shall be filed for the SEPs with expected completion date beyond 240 days after the issuance of the corresponding complaint.

E. FINAL NOTIFICATION

No later than 60 days after completion of the approved SEP, a final notification shall be filed. The final notification shall include the following information:

- Outline completed tasks and goals;
- Summary of all expenses with proof of payment; and
- Overall evaluation of the SEP.

F. THIRD PARTY PROJECT OVERSIGHT

For SEPs of more than \$10,000 the Water Board requires there to be third party oversight of the project. The Water Board has made arrangements with the Association of Bay Area Governments (ABAG) to provide this oversight, or a Discharger may choose an alternative third party acceptable to the Executive Officer. If ABAG is chosen, six per cent of the SEP funds shall be directed to ABAG for oversight services (the remaining 94% of funds go directly to the SEP). If an alternative third party is chosen, the amount of funds directed to the SEP, as opposed to oversight, shall not be less than 94% of the total SEP funding. For projects greater than \$10,000 the Discharger shall indicate when submitting the information required under C. above whether ABAG or an alternative third party oversight entity will be used.